PROPOSED POLICY INITIATIVES

FOR

THE NEW METROPOLITAN OFFICIAL PLAN:

PRELIMINARY DISCUSSION PAPER

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This preliminary discussion paper is intended to facilitate discussion and input by the Economic Development and Planning Committee and other members of Council, as well as Metropolitan departments. The major policy directions which will result from this process will be used as a basis for the drafting of policies in the new Official Plan.

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I INTRODUCTION

The purpose of this discussion paper is to outline the rationale, goals, objectives and policy directions proposed for the New Metropolitan Official Plan. The directions suggested in this discussion paper are the result of a number of reports, research initiatives, strategic planning exercises and community input. From these numerous and diverse sources of information, material has been analyzed and synthesized to produce the desired directions Metropolitan Toronto may follow to ensure a liveable metropolis.

The policy directions proposed in this document reflect a concern for the quality of life issues that contribute to a liveable metropolis. While quality of life may mean different things to different people, most Metro residents agree that a liveable metropolis includes: a clean, healthy environment; strong and equitable communities; and diverse economic, cultural and recreational opportunities.

Embodied throughout the document is the concept of sustainable development. While sustainable development has been described variously, one of the more common definitions is; "development that meets the needs of the present generation without compromising the ability of future generations to meet their own needs". Putting this concept into practice requires "thinking globally, acting locally". It is this simple phrase that guides the proposed policy initiatives. While it considers the global issues, the new plan will focus on the tangible directions, tasks and policies that can be undertaken at the municipal level, which will contribute to the development of a liveable metropolis.

Sustainable development requires that decisions be made in three areas: environmental health, economic vitality, and social well-being. For environmental health, the goals include: maintaining biological diversity, habitats and productivity; recognizing environmental thresholds; and recognizing the need to integrate human activities with the ecological systems in a more sensitive manner. For economic vitality, the goals include: ensuring diverse and sustainable economic systems and maintaining the

integrity of key employment areas. For social well-being, the goals are: enhancing accessibility, providing for participation and enhancing community identity.

All of these elements are essential to the achievement of liveability. Without a healthy environment, for example, even the most vigorous economy and progressive social climate would not be considered liveable, nor sustainable. Environmental protection must go hand in hand with social protection so that the benefits and costs of development are fairly distributed.

The policy directions proposed in this document are based on a decision making framework that requires the consideration of all possible impacts and consequences of development decisions. As a major policy document of the upper tier municipal government, the new Plan will play a pivotal role in defining the direction, scope and actions which enhance the liveability of the metropolis through the following:

- policies which encourage an efficient and effective urban form with an emphasis on accommodating population growth through housing intensification projects that make better use of underutilized space.

- transportation policies which encourage energy conservation, pedestrianisation, and alternative and accessible travel options.

- civic design strategies which enhance the aesthetics and identity of our communities.

- comprehensive environmental policies which deal with remediation, conservation and environmental design.

- economic development policies which promote diverse and strong economic areas which are well integrated with other uses.

- community development policies which ensure a participatory and accessible planning process.

- impact evaluation policies designed to ensure that services, facilities and opportunities are equitably distributed; that environmental impacts are accounted for, prevented, or, where required, mitigated.

The following section of this document, entitled "Themes and Proposed Policies" elaborates on the planning elements of a liveable metropolis. It contains a set of objectives and policy directions organized around the themes of healthy environment, social well-being and economic vitality which are designed, ultimately, to assist Council in evaluating the merits and impacts of development applications, public works and program initiatives that contribute to a liveable metropolis.

II THEMES AND PROPOSED POLICIES

A. Healthy Environments

THE CHALLENGES:

- how can improvements be made to enhance Metropolitan natural resources?
- how can the urban environment become and remain clean, green and connected?
- how can an energy efficient metropolis be created?; one that is resourceful not wasteful?
- how can it be ensured that nature is worked with rather than against?

Metro has already proposed and initiated a number of projects, programs and developments designed to improve and enhance the health of the environment. The Main Streets Program and the creation of Centres are designed to produce an energy efficient urban structure. SWEAP, the Solid Waste Environmental Assessment Plan, encourages recycling, reuse and reduction of solid waste. However, to achieve a truly healthy environment, a broader planning approach is required, incorporating strategies which emphasize prevention, anticipation, conservation and energy efficiency. Environmental integrity is enhanced through strict policies governing lakefill, storm water management and valley land conservation, and many other policy initiatives.

The health of the environment will be monitored through the preparation of a State of the Environment report to be completed every three years coinciding with the beginning of each Council term.

The Goal:

To conserve and wisely manage all natural resources located within or affected by Metropolitan Toronto activities in a manner which reduces the local impact on global environmental problems, maximizes

the environmental benefits of public and private investment, reduces wasteful consumption of physical resources and promotes a clean, healthy, sustainable urban environment.

THE PRINCIPLES:

In order to realize the goal of a healthy environment, the following principles shall be followed in the review and evaluation of plans for the specific development of the Liveable Metropolis.
As a basic premise, it is the intent of this Plan to:

- think globally while acting locally;
- anticipate and prevent further environmental degradation;
- conserve resources for present and future generations;
- recognize interactions between all parts of the ecosystem including: social, economic and environmental factors and the need to achieve a balance amongst these components.
- protect the integrity and vitality of natural systems and processes.

In order to implement the above goal and principles to achieve a healthy environment, the following policies have been organized into three categories: environmental design, urban conservation and environmental remediation.

OBJECTIVES AND POLICY DIRECTIONS

1.0 ENVIRONMENTAL DESIGN POLICIES:

Environmental Design policies work in harmony with natural processes within the needs and demands of an urban community. These policies promote a proactive approach towards the planning and development of urban

communities based upon an understanding of natural processes and systems with the intent of improving the health of the environment.

1.1 Global Warming and Ozone Depletion:

An essential element of any healthy environment is the climatic conditions of the ecosystem. The international scientific community has reached consensus regarding an 1.5°C - 4.5°C warming estimate for the middle of the next century. Best estimates suggest a series of international events including seawater inundation of lowland areas and desertification of many areas including the North American Mid West; both of which would likely lead to major migration of environmental refugees. The potential impacts of a warming of this magnitude are not clear for Metropolitan Toronto specifically, but it is likely to result in warmer winters and summers, increased frequency of storms and flooding, lower water levels for the Great Lakes, and changes in vegetation and habitats. Actions at the Metropolitan level are to be taken to reduce CO_2 production by 20% from 1988 levels by the year 2005, adapt to the warming trends and initiate planning and research strategies to be prepared for global warming.

Objective:

To plan for and respond effectively to global warming and ozone depletion.

Major Policy Initiatives

a) require that the Corporation, its boards, agencies and request area municipalities undertake an audit of their operations and propose plans to meet the initial 20% CO_2 reduction target.

b) adopt a two-pronged strategy to deal with anticipated impacts of global warming that require action now such as reduction of CO_2 emissions and to deal with future impacts such as changes in water levels or violent storms.

c) require proponents for all major infrastructure and development proposals to prepare an evaluation which includes an assessment of the CO_2 and other gases production and demonstrates how the proposal responds to the anticipated impacts of global warming.

1.2 Urban Planting

Metro recognizes that increased planting contributes to improved climate and air quality including the replacement of oxygen, slope stability, water quality, reduced risk of flooding, increased diversity of wildlife and enhanced visual appearance. In addition, urban planting decreases the negative impacts of global warming through heat reduction at ground levels, contributes positively to microclimatic conditions as well as functioning as a depository for carbon dioxide emissions.

Objective:

To significantly increase the amount and quality of urban planting activity within Metropolitan Toronto to improve microclimatic conditions (through the filtering of pollutants and dust from the air, and the provision of shade) as well as improve the visual quality of the urban environment.

Major Policy Initiatives

a) adopt a Metropolitan urban planting program.

b) require a tree preservation/relocation plan for major developments.

c) support area municipal standards for trees and landscaping.

d) support natural vegetation and design alternatives to replace or supplement concrete and asphalt materials in parking lot and visual/noise barriers design.

1.3 Lakefilling and other permanent structures located in the water:

During the past 150 years, the Metro shoreline has been extensively modified through lakefilling. Recent activities of the MTRCA and others have provided significant amounts of new land for development and recreation purposes. In some cases these benefits have been diminished by poor design and/or contaminated fill. Although controls are now in place regarding the quality of fill, Metro recognizes the need to determine appropriate locations for lakefilling and properly designed permanent structures so that they do not unduly disturb the equilibrium of natural processes occurring along the shoreline.

Objectives:

a) **To regulate the extent, location and design of lakefill projects and permanent structures in water bodies to reduce negative environmental impacts and enhance public access and enjoyment of the water,**

b) **To ensure that the fill utilized does not exceed unsafe levels of contamination as defined by provincial standards.**

Major Policy Initiatives

a) utilize recycling, reduction and reuse strategies to reduce amount of fill material necessary for disposal.

b) establish use and environmental criteria to regulate lakefill locations and placement of permanent structures in water bodies.

c) identify the Metropolitan Waterfront Plan identify suitable for lakefilling according to appropriate planning criteria arising from the Metropolitan Waterfront Plan.

d) encourage expansion of provincial testing and monitoring procedures of the quality of fill and specifically to request investigation of the impact of chemical concentration in fill material.

1.4 Industrial Land Use Compatibility:

It is in the interest of Metro to maintain and protect lands suitable for industrial activities. However, there are environmental risks associated with noxious forms of industry which may have serious environmental and/or health impacts on nearby residential areas. There is a need to ensure that adequate buffering is applied to industrial areas to reduce land use compatibility problems.

Objective:

To reduce industrial land compatibility problems within adjacent communities.

Major Policy Initiatives

a) set aside sufficient areas to appropriately buffer industrial land from other incompatible uses.

b) support the monitoring of industrial emissions and upgrading of standards to reduce human health and land use compatibility problems.

1.5 Environmental Disaster Prevention/Management:

Metropolitan Toronto bears the responsibility for implementing Federal and Provincial policy relating to emergencies. Traditionally, emergency planning has concentrated on prevention of the loss of life and property, without specific consideration of the environmental repercussions of some disasters. Metro recognizes the need to provide for the protection of the environment in responding to all emergencies.

Objective:

To protect the natural environment from accidental spillage or disposal of contaminants during an emergency situation.

Major Policy Initiatives

a) develop a comprehensive plan for the safe movement of dangerous goods by rail and road and for adequate response to emergency situations involving dangerous goods where corresponding land use considerations take into account an acceptable level of risk.

b) ensure that emergency response procedures have regard to protection of the environment in responding to all emergency situations.

1.6 Water/Stormwater Quality:

Traditional urban development increases the volume of storm water runoff because of the presence of man-made surfaces which are less permeable than the natural surfaces which they replace. Stormwater runoff represents a significant source of water pollution which frequently places stress on aquatic life and its habitat and impedes recreational uses in some areas. Stormwater management commonly consists of collecting runoff and discharging it as quickly as possible through pipes and ditches to the nearest river or lake. The emphasis on convenience and safety has led to unfavourable impacts such as concentrations of pollution, high peak loads and discharge velocities, lowering of water tables, increased flood risk and dependency on extensive infrastructure.

Objectives:

a) **To improve water quality for both municipal and recreational use and the health of the environment.**

b) To implement storm water quality and quantity controls to reduce the quantity of stormwater collected and to improve the quality of the stormwater conveyed to receiving watercourses and the lake.

c) To utilize alternative approaches of stormwater management to capitalize on the ability of natural processes and landscapes to absorb and distribute stormwater.

d) To improve the inshore water quality to swimmable standards through a variety of measures including those designed to reduce combined sewage outflows.

Major Policy Initiatives

a) develop and implement a Metropolitan Master Plan for Water to provide direction to the area municipalities in the preparation of local Drainage Plans and to require a Stormwater Management Plan to be prepared by a proponent as part of the subdivision and site plan process.

b) strive towards achieving a "zero increase in runoff" for post-development peak stormwater runoff.

c) examine alternative approaches to stormwater management which utilize the natural ability of the urban landscape to retain, cleanse and distribute stormwater.

d) maintain and monitor implementation of the industrial waste control by-law to determine those industries requiring approved inplant sewage treatment systems to prevent discharge of metals and/or toxic pollutants into sanitary sewage systems or water bodies.

e) participate with other levels of government in initiatives aimed at the active and passive treatment of stormwater discharges.

1.7 Flood Control Measures:

The need to manage flood plains became evident in 1954 when Hurricane Hazel struck the Metropolitan Toronto area causing considerable loss of lives and property damage. Since that time, many flood prone areas have been protected by remedial measures and restrictions placed on the intrusion of new development into the flood plain.

Objective:

To prevent loss of life and to minimize property damage and social disruption resulting from flooding hazards.

Major Policy Initiatives

a) regulate the use of the floodplain to reduce the risk of flood damage.

b) encourage a coordinated approach to the use of the land and the management of water among all jurisdictions.

c) establish the entire floodplain as defined by the Regulatory Flood Line as one unit in which all development is prohibited or restricted.

d) prohibit the erection of and/or alteration to buildings, structures, or land below the Regulatory Flood Line except for compatible recreational uses and essential public works.

e) require area municipal official plans to i) designate floodplains and Special Policy Areas (SPA), in which existing development is recognized, on land use schedules; ii) to adopt policies specific to SPA's; and iii) to prohibit new development where the treatment of hazardous materials or emergency service uses are proposed.

1.8 Energy Conservation:

The potential opportunities and benefits of energy efficiency and conservation are significant. The most effective way to reduce dependence on energy resources within Metro is to encourage a form of development which is easily accessible by walking, cycling, or public transit. Current Metro initiatives in housing intensification and strengthening the role of Centres as areas of concentrated activity across Metro support the development of an energy-efficient urban environment.

Objective:

To significantly reduce energy consumption.

Major Policy Initiatives

a) develop a compact and efficient urban form which reduces reliance upon gasoline consumption through the promotion of walking, cycling, Main Street housing and Centres mixed use areas.

b) promote energy conservation within the Corporation and develop a energy conservation program for all Metro buildings.

c) encourage adoption of energy conservation by-laws for all municipal buildings and public works activities.

1.9 Noise Pollution:

Studies suggest that many North Americans, mostly city dwellers, are regularly exposed to levels of noise that interfere with communications or sleep. Major urban noise sources include vehicle noise, road repairs, construction operations, industrial equipment, sirens, airplanes, and railway traffic. The effects of exposure to noise are cumulative, affecting both one's physical and psychological health, and consequently the well-being of the

community. Metro recognizes the importance of preventing incompatible land uses where noise levels are excessive for residents.

Objective:

To prevent excessive noise and to reduce the unwanted effects of noise and vibration in Metropolitan Toronto.

Major Policy Initiatives

a) encourage area municipalities to incorporate provincial noise guidelines and standards in their land use planning processes.

b) encourage the development of effective noise reduction measures in locations subject to high noise levels.

2.0 URBAN CONSERVATION POLICIES:

Urban Conservation policies seek to sustain and enhance natural processes; to strengthen the capacity of the natural environment for self-renewal and growth within the physical constraints imposed by an urban community for the benefit of future generations.

2.1 Wetland Preservation and Protection:

Wetlands are defined as lands where the water table is close to or at the surface consistently or during a major portion of the year. Metro recognizes the importance of maintaining wetlands for environmental purposes including their ability to act as water reservoirs during flood periods and their capacity to cleanse pollutants from the water.

Objective:

To protect and enhance existing wetlands as well as encourage the creation of new wetland areas recognizing the important environmental benefits of these area to the Metropolitan region.

Major Policy Initiatives

a) prevent further degradation of watercourses and wetlands within the region.

b) designate Class I to III wetlands as regionally significant and protect each wetland by delineating an Environmental Impact Zone through the area municipal planning process.

2.2 Municipal Water Conservation and Management:

The manner in which water is utilized has significant impact on the health of the environment and the quality of life. The abundance of water has encouraged high consumption rates in Metropolitan Toronto. Therefore, Metro is committed to conserving the water resources of the region and protecting the integrity of the aquatic environment.

Objective:

To conserve and manage the water resources of the region in a manner which protects the integrity of the aquatic environment.

Major Policy Initiatives

a) require the proposed Metropolitan Master Plan for Water and area municipal Master Drainage Plans to include water conservation strategies.

b) utilize water conservation strategies at "point of use" locations to reduce need for municipal water services.

c) encourage reduction of heavy water users within industrial, institutional and residential sectors.

d) develop methods of treating waste water including methods of recycling water used by households and industry.

2.3 Urban Land Conservation:

In order to conserve agricultural land and natural areas and ensure that future land development utilizes land efficiently, it is necessary to establish and implement land conservation principles to guide development throughout the GTA. A well-structured and compact urban form can be achieved through re-investment in the existing infrastructure, including the revitalization of suburban communities and the intensification of land uses to increase overall densities.

Objective:

To wisely manage the land resources of Metropolitan Toronto and encourage appropriate forms and densities of development within the GTA.

Major Policy Initiatives

a) improve the efficiency and capacity of existing infrastructure to accommodate the anticipated population without undue environmental stress.

b) support the establishment of a minimum level of density for redevelopment in order to make efficient use of the infrastructure.

c) increase land use densities in priority locations across Metro.

d) support innovations in land use planning, urban built form and streetscape improvements which permit a higher intensity of land use without diminishing quality of life.

e) oppose the inappropriate development of agricultural land in the GTA outside of the urban envelope.

f) ensure the long term protection of existing parkland and natural areas of Metro.

2.4 Solid Waste Management:

Canadians are the world's leading waste producers measured on a per capita basis. Much of the waste generated is put into landfill sites; however, the capacity of existing Metropolitan landfill sites is almost at its limits. Although there are plans to establish new landfill sites, Metro recognizes the need to find an alternative to burying garbage.

Objective:

To reduce the quantity of material becoming solid waste and implement the reuse and recycling programs throughout the region.

Major Policy Initiatives

a) adapt a Master Plan for solid waste management.

b) support Provincial waste diversion targets.

c) area municipalities to require a solid waste management strategy to apply to the development review process.

2.5 Natural Heritage:

Until recently, the value of preserving natural heritage such as mature trees, remnant forest stands, wildlife habitats, rivers and valley systems has been secondary to other objectives in the development of Metro. As appreciation and respect for the environment grows, so does the value and

interest in those aspects of the natural environment that have been lost or diminished over time.

Objective:

To recognize the environmental, visual and aesthetic value of natural heritage resources within Metropolitan Toronto.

Major Policy Initiatives

a) undertake an environmental resource inventory and management plan to protect regionally significant resources on private lands.

b) ensure that the planning, design and construction phases of Metropolitan facilities recognize and protect mature trees, native and rare plant species and wildlife habitats.

c) ensure that the design and management of Metro lands enhances species diversity through habitat improvement and increased naturalized planting, connects wildlife corridors, where feasible, and promotes public awareness of the significance of wildlife.

3.0 ENVIRONMENTAL REMEDIATION POLICIES:

Environmental remediation seeks to restore health and vitality to the ecosystem so that natural processes can be sustained and enriched. While these actions are necessary to repair earlier damage caused to the environment, it is recognized that preventive actions are preferable to remediation.

3.1 Soil/Sediment Remediation:

Soil is a resource that has been inadequately nurtured and protected. There are several areas within Metro where soil has been polluted to the extent that

it may pose a health risk. Soil pollution often contributes to ground water contamination. In addition to these problems, the capacity of the soil to retain its natural characteristics necessary for water absorption and plant growth has been declining due to increased soil compaction and inadequate management practices. It is the intention of this Plan to strive towards returning the soil to a healthy condition.

Objective:

To achieve a healthy condition of soil and sediment deposits within Metropolitan Toronto.

Major Policy Initiatives

a) require remediation of all contaminated soils on private lands undergoing redevelopment to a healthy standard at a cost to be borne by the developer.

b) support the development of cost-effective soil remediation technology.

c) ensure all vacant Metro lands are vegetated to prevent soil erosion, and reduce runoff and soil compaction.

d) ensure that soil remediation costs are not an argument for higher densities beyond accepted planning practice.

3.2 Air Quality:

Concern for air quality is growing at both the regional and global levels. While there are many sources, the transportation sector accounts for significant proportions of many of the pollutants emitted in urban centres. Setting goals for emission reductions from motorized vehicles and reductions in vehicular commuter trips, and promoting public transit are areas where this Plan can begin to address issues of poor air quality.

Objective:

To improve the quality of air within Metropolitan Toronto through the reduction of emissions that contribute to respiratory problems, air pollution and global warming.

Major Policy Initiatives

a) employ initiatives in transportation to reduce automobile emissions.

b) establish an air quality monitoring program to detect specific air quality problem areas within Metropolitan Toronto.

c) utilize urban planting and landscaping initiatives to improve regional air quality.

B. Social Well Being

THE CHALLENGES:

- how can social well being be enhanced?
- how can strong and equitable communities be developed?
- how can the needs of the communities be met in terms of housing, accessibility and mobility, recreational and educational opportunities?
- how can communities become places of identity, pride, involvement and vitality?

Social well-being, achieved through the promotion of strong, healthy and equitable communities, is an important component of sustainable development. The operating principle for sustainable development is one which holds that economic development can and must take place within an environmentally and socially sustainable context. A socially sustainable, and liveable, metropolis is one that provides for the achievement of equity, the opportunity for participation and the enhancement of community identity. Along with that, cultural sustainability requires that development be compatible with the needs and values of the people affected by it.

Metropolitan Toronto recognizes that the social environment is affected by the natural and built environment within and surrounding our communities. To enhance social well-being, the streetscapes and built form must reflect the human scale, inviting meeting places must be created along with animated streets within an aesthetically pleasing urban environment. This can be further enhanced when transportation options, and opportunities for recreation and culture are accessible to Metro's residents.

Metro also recognizes that the Official Plan is just one mechanism for enhancing social well-being. The Corporate Strategic Plan and the Metropolitan Social Plan both provide significant policy directions for social planning across Metropolitan Toronto. These documents, along with the Official Plan, provide comprehensive directions for the enhancement of social

well-being. While each differs somewhat in focus, the intent and goals are complementary.

The Goal:

The overall goal of social well-being is to develop and sustain strong and equitable communities in which residents have equal access to the services and opportunities available within Metropolitan Toronto which enable residents to enhance their quality of life and experience a sense of identity and belonging.

THE PRINCIPLES:

In order to realize the goal of strong and equitable communities, the social well-being policies of this Plan are based on the four principles of equity, diversity, participation and shared responsibility.

The principle of equity is concerned with access to services, facilities and opportunities, as well as reduction of risks to those most vulnerable. The principle of diversity recognizes that communities have different needs, and consequently, require different resources. The principle of participation means that people must be able to participate in a meaningful way in the decisions and situations that affect their lives.

The principle of shared responsibility in the planning and servicing of strong communities implies that the Metropolitan government bears a basic responsibility to ensure that community needs are met and access to opportunity exists. In turn, the community has a responsibility to accommodate projects and facilities that serve society as a whole. This principle also recognizes that the Official Plan is just one mechanism of many for planning for social well-being. These shared responsibilities can be implemented through the adoption of a coordinated and collaborative approach.

OBJECTIVES AND POLICY DIRECTIONS

1.0 ENSURING ACCESS:

An accessible community is one that enables people to participate in the opportunities and services available to that community, regardless of age, ethnicity or physical ability, by enhancing mobility and by reducing the physical, cultural and linguistic barriers to access that may exist. To enjoy a reasonable quality of life, residents must be able to move freely within their communities. Not only must physical mobility be enhanced, but the services offered must be adequate, available and affordable.

In order to assess the extent to which these services and opportunities are adequate, available and affordable, development-related changes will be evaluated in terms of their anticipated community impacts.

Objective:

It is an objective of this Plan to ensure a range of community services and opportunities which assist individuals and groups to maximize their quality of life.

Major Policy Initiatives

a) develop and implement a community service needs assessment.

b) develop and implement a social impact evaluation process in the development review process.

c) develop a transportation and land use systems which enhance accessibility.

d) provide a range of transportation options.

e) promote initiatives that will improve physical accessibility to services, facilities and opportunities.

f) develop a comprehensive safety strategy in conjunction with Metro police, area municipalities and community groups.

g) require safety audits for Metropolitan facilities and systems, transit routes and stations.

2.0 HOUSING METROPOLITAN TORONTO'S POPULATION

Metropolitan Toronto's interest in housing is critical to the social well-being of its residents. As a key agency in the review of local Official Plans and zoning by-laws, plans of subdivision and plans of condominium, Metropolitan Toronto can articulate its concern for the distribution and type of housing being proposed by the various public agencies and private development companies. In keeping with planning goals to increase accessibility and maintain an efficient urban form, it is the intent of this Plan to ensure that much of the housing proposed should increase the accessibility to transit, retail and commercial opportunities, as well as meet the needs of existing and future residents.

2.1 Housing Intensification:

Increasing the supply of housing is the most effective way of providing affordable and appropriate housing. Yet within Metropolitan Toronto the supply of available land is limited, and thus, very expensive. One approach to supplying housing that minimizes the land costs associated with development and can meet a broad range of housing needs, is housing intensification, which involves the creation of additional housing in a variety of building forms, within the existing urban fabric.

Objective:

It is an objective of this Plan to ensure that an adequate supply of housing accommodation is available to meet the needs and demands of the present and future residents of Metro.

Major Policy Initiatives

a) target housing intensification initiatives to specific development criteria such as contiguity to Metropolitan Centres and along arterial roadways in close proximity to transit stations and stops.

b) utilize partnership agreements between Metropolitan Toronto and area municipalities to link intensification initiatives to service provision.

c) establish social well-being criteria for Centres and Main Streets which will incorporate such things as pedestrian orientation, protection of surrounding residential areas, and accessibility to transit.

d) encourage residential intensification initiatives by targeting service provision, streetscape and civic design treatments and transit service to these areas.

e) enhance and support residential intensification through innovative financing, technological and regulatory initiatives and demonstration projects.

2.2 Matching Housing Needs:

The nature of the urban environment plays an important role in community building. One way of enhancing the development of strong cohesive communities is to provide a range of housing types within local communities in order to accommodate households at different stages of the lifecycle and different economic groups within the same community.

Objective:

It is an objective of this Plan to match the development of housing for all people of varying lifestyles and economic means.

Major Policy Initiatives

a) provide a range of housing types to meet the varying housing needs including affordable housing for low and moderate income residents.

b) utilize the social impact evaluation process and the housing needs assessment in the development review process to ensure congruence between housing needs and development initiatives.

c) promote cost-reduction techniques for housing such as increasing densities, greater flexibility in the siting of units, and the establishment of housing affordability requirements.

d) encourage affordable housing provision through the cooperative efforts of various levels of government, private and non-profit sectors.

e) support the affordability requirements contained within the Provincial Policy Statement: Land Use Planning for Housing.

f) establish high affordability requirements for development proposals constructed on public land and for those private applications requiring redesignations to Official Plans to increase density.

2.3 Conservation, Renovation and Rehabilitation:

Conservation activities directed to housing are a cost-effective way of ensuring an adequate housing supply. Not only are renovation initiatives less costly than those for new construction, they are also able to utilize the existing infrastructure and public services. Renovation, rehabilitation and conservation activities also permit a "fine-tuning" of the housing supply to better respond to the changing needs of the population. Encouraging such flexibility in the use and reuse of the housing stock is an important step in housing a diverse and growing population and an important part of the housing intensification strategy.

Objective:

It is an objective of this Plan to maintain the integrity of the existing housing stock and to maximize opportunities within the existing housing stock to meet the Metropolitan-wide housing needs.

Major Policy Initiatives

a) support the intent of, and provisions within the Rental Housing Protection Act to protect existing rental stock.

b) permit the construction of accessory units in homes throughout Metro subject to specific area municipal zoning provisions respecting external appearance, number of units and policy standards.

c) encourage initiatives to streamline the building regulation process in order to facilitate renovation efforts.

2.4 Non-profit and Special Needs Housing:

The non-profit housing sector includes municipal and private non-profit, and cooperatives. This sector of the housing market produces a substantial proportion of the housing suitable for low to moderate incomes.

Special needs housing is for people who require special services as well as accommodation. One form of special needs housing is the group home which provides a supportive living arrangement for those residents who, by reasons of their emotional, mental, social or physical condition, require a group living arrangement for their well-being. Other forms of special needs housing include transitional homes, emergency and temporary shelters.

Objective:

To meet the housing needs of those with special needs, and to provide and support non-profit housing for those with inadequate incomes.

Major Policy Initiatives

a) encourage the development of integrated communities by ensuring that opportunities exist for people with special needs to live in the community.

b) ensure that an adequate percentage of non-profit units are physically accessible.

c) continue to acquire, construct, operate and manage income-assisted housing developments.

d) establish specific targets for low-income assisted housing throughout Metropolitan Toronto.

e) to allocate the assisted housing production targets to each area municipality on the basis of fair share.

f) actively support innovative financial mechanisms for the production of affordable and accessible housing.

g) continue to ensure that area municipalities recognize group homes as a permitted use in all residential areas.

2.5 Housing Needs Assessment:

Unlike other urban services, the supply of housing is vulnerable to changes and modifications, most often in response to the economic climate. The demand for housing also fluctuates in response to changes in economic, social and immigration policy. Information for identifying these changing factors is required if the supply and demand components of the housing market and the policies guiding them are to be in balance.

Objective:

It is an objective of this Plan, to ensure that housing initiatives reflect the needs of the Metropolitan population by developing a comprehensive assessment and monitoring mechanism.

Major Policy Initiatives

a) develop and maintain a housing information system.

b) develop a housing needs assessment process which will document and monitor the demand for various accommodation needs across Metro.

c) establish a joint committee to monitor housing sector trends, housing needs and issues in the various communities across Metro.

3.0 COMMUNITY PARTICIPATION:

Community participation means that people who live in the community are able to make informed decisions about planning issues that affect the place in which they live. Active community participation can also facilitate the two-way flow of information between the community and the Metropolitan government. The community can be empowered to articulate its needs, concerns and opinions to the Metropolitan Council, while in turn, Council has a responsibility to both inform and respond to the community residents. Through such a process, community needs and aspirations can become an effective part of Metropolitan planning decisions.

Objective:

It is an objective of this Plan to encourage broad-based participation to improve community decision making and to build a general understanding of and support for planning policies and programmes.

Major Policy Initiatives

a) create a mandatory and accessible consultation process by requiring that the design of studies include effective and efficient ways of seeking and involving the affected communities.

b) integrate/link consultation efforts, where possible, with other departments and divisions to maximize audience input.

c) develop and implement a communications/community involvement strategy.

d) promote and assess community input mechanisms.

4.0 ENHANCING COMMUNITY IDENTITY:

Enhancing community identity means creating and protecting public places that people easily recognize and identify with their community. Public places such as distinctive roadways, the ravine park system, as well as the preservation of historic buildings provides a sense of identity and continuity to the metropolis. Enhancing the identity of a place also involves creating beautiful cities through the presence of public art and improving the streetscape design.

4.1 Civic Design:

Civic design initiatives attempt to enhance the quality and experience of everyday urban life. The interest in issues such as sustainable development, healthy cities and the environment is indicative of this emerging agenda. Civic design is one aspect of these initiatives and an important element in planning for a liveable metropolis. Common initiatives include the development of ceremonial routes, distinctive signage and streetscapes which are attractive, lively and memorable.

Objective:

It is an objective of this Plan to create clean, safe, vibrant, enjoyable and aesthetically pleasing public places where people can experience a sense of community identity.

Major Policy Initiatives

a) ensure high standards of civic design and landscaping for Metro buildings and structures.

b) develop and implement streetscape design initiatives.

c) consider civic design considerations in the development review process.

d) establish a visually attractive and informative Metropolitan signage system.

e) integrate public art into the design and upgrading of Metropolitan buildings and structures.

4.2 Heritage Preservation:

Improving the aesthetics of the natural and built environment through the meaningful preservation of heritage resources contributes significantly to social well-being. Metropolitan Toronto's heritage resources include both natural and built features such as unique environmental areas, archaeological sites and artifacts, cultural traditions, as well as historical buildings and structures. The preservation of these features and landmarks can provide a sense of continuity to the urban community.

Objective:

It is an objective of this Plan to protect and promote the Metropolitan Toronto heritage resources.

Major Policy Initiatives

a) protect and preserve heritage buildings, structures, sites and districts as identified on Schedule (xii).

b) maintain and update a Metropolitan Heritage inventory.

c) prepare conservation/utilization plans for all major Metropolitan buildings.

d) establish an inventory of archaeological sites within Metropolitan Toronto.

e) provide research and coordinate information regarding heritage preservation.

f) use the powers of the Ontario Heritage Act to support heritage protection and preservation.

g) support and encourage the acquisition, restoration and conservation of heritage features as identified by the relevant LACAC's (Local Architecture and Conservation Advisory Committee).

4.3 Cultural and Recreational Resources:

For many people one of the principal factors in their quality of life is the degree of satisfaction with their leisure time and recreation. A liveable metropolis is one which provides a wide range of opportunities that match the lifestyles and needs of the population. In another sense the leisure, recreation and cultural activities of a metropolis are a measure of the vibrancy of the metropolis.

Many of the opportunities are, and can be, provided through the commercial and cultural activities found in a variety of places throughout the metropolis, such as art galleries, retail stores, restaurants and sport facilities. But many of these opportunities are made available in public places such as parks, community centres, schools and on the street itself. As a result, these opportunities are an important part of municipal government expenditures.

Objective:

It is an objective of this Plan to provide a wide range of opportunities that reflect the lifestyle and the recreational needs of the population.

a) ensure that leisure, recreational and cultural activities are accessible and diverse.

b) utilize partnership agreements to secure additional land through the development approval process to meet Metropolitan and community needs for leisure, recreation and cultural resources.

c) seek to achieve a balance between active people places and passive natural areas throughout Metropolitan Toronto through its public land acquisition, development and operating programs.

d) ensure that new facilities, programs and development proposals include in their designs the concept of multiple use so as to maximize their use as leisure, recreational and cultural facilities.

III. Economic Vitality

THE CHALLENGES:

- how can the economic vitality of Metro be enhanced?
- how can it be ensured that Metro remain regionally, nationally and internationally competitive?
- how can a sustainable, diverse and vital economic base be ensured?
- how can a changing economy be planned for?
- how can a diverse labour force be maximised?

Planning for the economy is no longer a simple matter of setting aside land for industry. New challenges brought on by a complex and ever-changing economy and the realization that a livable environment is critical to economic vitality call for more innovative actions. As Metropolitan Toronto has changed so has its economy. The 1980's brought unprecedented growth to Metro and its neighbouring regions; Peel, Halton, York and Durham. This growth manifested itself in an increase in population, the establishment of Toronto as the nation's financial and business capital, and the substantial increase in commercial, industrial and residential construction. With these came an added burden to Metro's services and infrastructure (ie. waste disposal, transportation network) as well as a tremendous increase in land values. At the same time other economic changes were taking place. With the increase in technological advances, the pressure of national and international economic forces, the growth of the service sector, and a general aging of industry, the industrial environment in Metro has changed and continues to change.

In order to provide competitive economic opportunities to firms and businesses which may be attracted to other urban areas, Metropolitan Toronto must focus on those elements which provide value and can be influenced by municipal actions. These include:

- The provision of infrastructure to support economic activity including piped services and a transportation system which supports the efficient movement of goods, services, people, and information.
- The fostering of economic opportunities throughout Metro through the differentiation of a broad range of economic areas.
- The creation of a physical and social environment and quality of life which enhances the municipality's ability to attract and retain investment and a labour force.

The Goal:

To foster economic vitality within the municipality, taking into account the effect of changing technology, Metro's key position within the national and regional economies, and the desirability of creating an efficient and competitive economic environment.

THE PRINCIPLES:

To meet the goal of sustained economic vitality, the policies in this section are based on the principles of diversity, competitiveness, and balance.

The principle of diversity recognizes the need by employers for a variety of locational opportunities. The principle of competitiveness is based on the understanding that Metro can be competitive for new economic activities by improving infrastructure and services to benefit employers and by creating a liveable environment for employees. The principle of balance is concerned with the meeting of the needs of employers and employees while providing a liveable environment.

OBJECTIVES AND POLICY DIRECTIONS

1.0 Movement of People, Goods, and Information:

Transportation facilities have traditionally supported economic activity by ensuring the efficient movement of people and goods. Demand for

transportation links to support a diverse and competitive economic base has become more crucial. Trading partnerships must be forged world-wide requiring efficient links far beyond the region. The "just-in-time" schedules of industry require transportation systems able to deliver goods within a reasonably short time frame, and increased traffic congestion and the expansion of the region have created a need for transit networks that reduce the time of work trips and free up road capacity. In addition, the increased demand for information exchange requires a network of electronic linkages.

Objective:

To support a diverse and competitive economic base by providing an urban structure, including transportation and communications systems, which support the efficient movement of people, goods and information.

Major Policy Initiatives

a) implement improvements to the road and transit network which provide efficient and convenient linkages between residential and employment areas within the municipality, and support the movement of people and goods.

b) support development of an efficient regional airport network which includes Lester B. Pearson International Airport and the Toronto Island Airport as essential links in the movement of goods and people.

c) support an inter-regional high speed rail network in the Québec-Windsor Corridor as an essential element for the movement of people and an efficient rail network for the movement of goods.

d) encourage and promote the Port of Toronto as an essential element in the trading network.

e) support electronic communication by assisting in the expansion of fibre optic, telecommunication and satellite networks.

d) improve or generate transportation and communication linkages between Metro and the neighbouring regions, and Metro and other urban areas.

2.0 DIVERSITY WITHIN ECONOMIC AREAS:

There exists a range of economic areas from the most diverse (the Central Area) to the most homogeneous (industrial areas) and for a number of reasons, in many cases, an increase or introduction of diversity is desirable. A diverse area is one which exhibits the various forms or qualities of economic activity available. Areas having a more diverse activity base can more easily tolerate the negative effects of cyclic economic changes than can homogenous areas in which the effect of change in one sector of the economy would be keenly felt and have obvious impacts on the area. Firms located in areas of economic diversity would be able to take advantage of the proximity of other businesses or services which would effectively shorten distances for the movement of goods or information and facilitate important face to face contacts. As well, the well-being of a firm's employees would be improved by a location in a diverse area. The location of recreation, retail and personal service activities in an area of economic diversity is expected and these activities add to the well-being of employees by providing easy access, at lunch time and before or after work, to needed amenities. In addition the safety of employees (and indeed anyone in the area) is improved by after hour activity which reduces the perceived or real risks of areas which are more homogeneous and thus empty of people after 5:00 p.m.

The advantages of diversity applied to economic areas must be tempered by the reality that some activities operate best in areas of homogeneity and could be threatened by the introduction of other activities which may compete for land or alter land values. This is dealt with in detail under the **Protection of Industrial Land** sub-section in this section.

By recognizing the advantages of diversity and the provision of a range of densities, the advantages of organizing employment activities according to the

locational needs shared by a variety of activities can be combined with other planning objectives related to **Social Well-Being** and **Healthy Environment**.

Objectives:

a) **To ensure diversity within areas of economic concentration in order to foster economic vitality in keeping with the concept of a liveable metropolis.**

b) **To encourage and accommodate specialized economic activities which contribute to the cultural, recreational, and institutional life of the metropolitan community and which enhance Metropolitan Toronto as a place to live and to visit.**

Major Policy Initiatives

a) generate conditions which encourage residential development in the Central Area and other economic areas.

b) foster the highest level of mixed use in Centres.

c) promote the introduction of mixed employment and residential activities in appropriate homogeneous economic areas.

d) support the arts, cultural, sports, and entertainment activities in Centres and other economic areas.

e) advance tourism activities in Centres and other areas with concentrations of economic activities so as to broaden the range of activities available in such areas in order to further animate them.

3.0 ECONOMIC ACTIVITIES

Important to the economic vitality of a metropolis is an adequate range of locations that meet the needs of all types of economic activities. Some activities require locations where there is a concentration of supporting and

similar activities, such as the financial district. Others are not restricted to a particular location but can still benefit from opportunities provided by the designation of economic areas. The most significant of these is the construction industry, and particularly the residential construction industry, which constitutes approximately 4.5% of employment in Metro.

Objective:

To provide opportunities for economic activity through the creation and support of well located economic areas.

Major Policy Initiatives

a) facilitate the emergence of a range of economic areas which are sufficiently varied to provide the necessary range of opportunities for employees and employers.

b) recognize the pre-eminent role of the Central Area in providing opportunities for economic activities of national, provincial and regional significance.

c) through the application of criteria, identify a set of economic areas (a typology: Central Area, Major and Intermediate Centres, Local Centres, Mainstreets, Mixed Use Employment Areas, and Core Industrial Areas) for designation in Metropolitan and Area Municipal Official Plans for the purpose of distributing economic activity across Metropolitan Toronto so that diversity and choice of economic opportunity is provided.

d) put in place complimentary Metropolitan and Area Municipal planning and economic development initiatives that facilitate the incubation of new enterprises that supply key, innovation based, high-value added activity.

e) recognize the importance and advantages of activities which are not dependent upon particular locations yet contribute significantly to the economy of Metro.

4.0 PROTECT CORE INDUSTRIAL AREAS

The differentiation between industry, office, and other commercial activities has become obscured. High tech industry, new and cleaner industrial enterprises, and office activities are more compatible with each other and residential activities than employment activities have generally been in the past. As a result they require less segregation from each other and residential uses. At the same time, space and land appropriate for traditional industrial activities is coming under considerable pressure. As some activities close, land in traditional industrial areas becomes available for redevelopment. This makes these areas vulnerable to competing land uses that make it difficult for the remaining industries to operate. A re-examination of traditional land use planning to allow for areas of mixed use and the protection of vulnerable employment areas is necessary.

Objective:

To provide stability in the functioning of industrial areas and, where stability cannot be maintained, to facilitate orderly change in land use which responds to changing economic circumstances.

Major Policy Initiative

a) protect of areas of industrial activity which are valuable to the economy and vulnerable to competing land uses by applying criteria to determine the location of healthy and vital industrial areas.

b) prohibit the development of destabilizing activities in proximity to valuable and vulnerable industrial activities.

c) buffer valuable yet vulnerable industrial activities with compatible yet less vulnerable activities.

d) support Metro economic development initiatives in order to foster increased economic activity and secure the continued operation of existing valuable industrial activities.

e) make available land for handling, sorting, and recycling of solid waste.

III STRATEGIC INVESTMENTS IN URBAN STRUCTURE

The preceding sections outlined the major policy strategies under each of the components of a liveable Metropolis. This section outlines the proposed investment and program initiatives for the urban structure that apply these strategies.

THE CHALLENGES:

- how can the length of work trips be reduced?
- how can land use densities and distributions be achieved which support the efficient use of transit and which contribute to the realization of a liveable community?
- how can accessibility to work and leisure opportunities be achieved for all residents?
- how can a balance be achieved between the recreational needs of the urban population and the protection of valuable natural resource areas?
- how can a balanced transportation system be achieved that is both efficient in the movement of people and goods and effective in meeting the social and environmental objectives of a liveable community?

The liveability of Metropolitan Toronto is greatly affected by the investments that are made in the urban structure specifically:

- the overall urban form which includes broad population, housing and employment densities and distribution;

- Metropolitan green spaces which include parks and natural areas;

- utilities which include water supply, sewerage, hydro and communication facilities;

- the transportation network of roads and transit.

The Goal:

The overall goal is to reinvest in the urban structure to support strong cohesive communities which offer diverse housing and employment opportunities, in a manner which promotes a clean, healthy and sustainable environment.

THE PRINCIPLES:

To achieve this goal, the Structures policies are based on seven general principles stemming from the Healthy Environment, Social Well-being, and Economic Vitality objectives:

- the management and protection of the Metropolitan natural resources as part of an environmental framework and continuous inter-regional systems extending beyond municipal boundaries;

- the integration of a significant proportion of population growth in the Greater Toronto Area into the existing urban area which would result in a population increase within Metropolitan Toronto to between 2.5 and 2.8 million people by the year 2011;

- the achievement of density levels and distribution that will accommodate this growth and are capable of sustaining the efficient operation of transit and maximizing opportunities for trips by walking and cycling. Consistent with this principle is the greater integration of the various components of the Metropolitan transportation system, both within Metro and with the other transportation networks within the GTA;

- a better balance and diversity of local housing and employment opportunities through the integration and mixing of compatible uses;

- the optimal utilization of the existing transportation and servicing infrastructure.

A. Urban Form

The distribution and mix of employment and housing throughout the Metropolitan Area and the distribution of densities must reflect these re-investment principles.

1.0 Density

The range and distribution of urban densities is essential to the efficient operation of transit and the provision of a full range of urban services. At the same time it is important that the range of densities permitted in any location are in keeping with the community character, contribute to the overall streetscape and can be supported by the servicing infrastructure.

Objective:

To achieve a range and distribution of densities that supports the increased provision of transit, maximizes the efficient use of land and infrastructure, and is compatible with the Social Well-being and Healthy Environment objectives of this Plan.

Major Policy Initiative

a) establish criteria for the appropriate density ranges for intensification based on such factors as proximity to arterial roads, rapid transit, neighbourhood and community characteristics as well as specific site characteristics. These policies will be based on the **Residential Intensification Guidelines.**

2.0 Distribution of Housing and Employment:

The achievement of a population level of between 2.5 and 2.8 million by 2011 will require a significant increase in the supply of housing units. A

minimum of 300,000 additional units are required for a population level of 2.5 million. Over the same time, employment in Metropolitan Toronto is expected to increase to approximately 1.7 to 1.9 million jobs.

The distribution of these land uses is crucial to the achievement of the principles of re-investment.

Objective:

> **To achieve a hierarchy of places to provide the full range of urban functions, housing and employment in a density pattern which supports the use of transit and minimizes the need to travel great distances to work, shop or conduct business.**

The major policy initiatives will be in three major categories:

- Centres: Central Area, Major and Intermediate,
- Mainstreets,
- Other Employment Areas.

2.1 Centres: Central Area

Major Policy Initiatives

a) encourage a structure of subcentres within the Central Area by directing additional employment and housing to locations within walking distance of rapid transit stations.

b) impose a maximum level of permitted employment growth, based on the capacity of the existing transit system.

c) support an increased supply of housing units in the Central Area.

d) establish streetscape design standards to improve and facilitate pedestrian movement.

2.2 Major Centres and Intermediate Centres

Major Policy Initiatives

a) build upon the existing Centres concept by designating in the Plan additional Major and Intermediate Centres in locations linked to Rapid Transit improvements and by giving additional locational guidance to the designation of Local Centres in Area Municipal Plans. Potential locations for additional Intermediate Centres are Thorncliffe Park, York Civic Centre, Etobicoke Lakeshore Motel Strip. Study Areas to determine the feasibility for an Intermediate Centre are suggested for York University, Sheppard Corridor East, and North West Etobicoke.

b) clarify the different roles of Major Centres and Intermediate Centres; Major centres should be larger in scale, and\or should be higher order centres in terms of the range and complexity of uses and transit service. They should function as a key Municipal focus. Intermediate Centres should provide a focus for smaller communities and provide the benefits of concentrating development in a node.

c) permit development of the Centres at the highest urban densities (outside the City of Toronto's Central Core) taking into account the criteria from the **Residential Density Guidelines.**

d) increase the residential component within Centres by the application of a housing/employment ratio and by an emphasis on mixed uses.

e) apply design standards to encourage pedestrian movement within Centres and to encourage the use of other forms of transport other than the automobile, through parking restrictions and other mechanisms.

2.3 Mainstreets

Major Policy Initiatives

a) promote the development of medium to high density mixed use corridors along certain Metropolitan Arterial Roads through redevelopment and infill. It is proposed to identify these general locations on a schedule.

b) encourage a mix of employment and housing of varying types and tenures within the Mainstreet areas at a scale which fosters street activity and pedestrian movement.

c) provide direction to Area municipalities in the location of and density ranges for Mainstreets, including accessibility to transit.

2.4 Structure of other Employment Areas

The principle of encouraging a greater diversity of uses in appropriate locations suggests that other employment areas, in addition to Centres, should be restructured to allow more mixed uses. This is not considered to be appropriate for regionally significant and viable Industrial lands which are considered to be particularly vulnerable to encroachment from other uses.

Objective:

To achieve a greater mix of land uses in certain employment areas.

Major Policy Initiatives

a) identify and protect for long-term industrial use, regionally significant viable Core Industrial Areas. It is proposed to identify these lands on a schedule.

b) support a greater mix of uses including residential in other existing employment areas,including shopping centres and existing office parks, subject to criteria related to the availability of transit, compatibility and other criteria. This category would also include

existing industrial areas, outside of Core industrial areas where a mix of clean industries and other uses may be permitted.

B. Metropolitan Green Spaces

The parks and open space system is one of Metro's greatest assets. The system is based primarily on the major river valleys and the waterfront. This focus is related in part, to the historic co-operative relationship between the MTRCA land acquisition program for flood control purposes and the management of these lands for parks purposes by Metro. The system comprises Metropolitan and Local parks, and includes both private lands and those lands owned by other levels of government which are made available for recreational use, for example, Ontario Place.

1.0 Integration of Green Spaces

The concept behind the existing open space system is the idea of a series of interconnected parks and trails, based on the river valleys and waterfront in which it should be possible to travel continuously throughout the system.

This concept should be expanded to reflect more fully the principle of protecting and managing the natural resources of the Metropolis as continuous inter-regional systems. This requires integration in three areas:

- geography, so that the key components are physically linked;
- management, so that there is an integration of activities by the Province, Metro, the local municipalities, the Conservation Authority, and other agencies;
- roles, so that there is a clear rationalization of the provision of different types of parks and facilities by Metropolitan Toronto and the Area Municipalities.

Objective:

To encourage the development of an integrated Green Space System.

Major Policy Initiatives

a) broaden the existing concept of an interconnected open space system in which the principal resources are the river systems and the waterfront to a system of integrated Green Spaces defined as a composite of private and public properties having either ecological or recreational value. This would include all major natural areas, Environmentally Significant Areas, ravines, streams and rivers, the waterfront, wetlands, woodlots, parks, golf courses and other open spaces.

b) identify the major components of the Green Space System on a schedule to the plan.

c) expand the Metropolitan Trails Plan to further develop the strategic physical linkages between the green space components as part of an integrated trail system throughout the GTA and along the Lake Ontario shoreline. An emphasis would be placed on encouraging the participation of area municipalities, other public agencies and the private land owners through such mechanisms as easements.

d) provide for a Green Spaces Master Plan which would:
   - show the location of activity areas and natural resource areas;
   - identify those recreational areas which should appropriately be owned and/or managed by Metropolitan Toronto;
   - identify key areas which should be incorporated into the designated Green Space System, in order to establish priorities for future land acquisition by Metro, extending beyond the MTRCA land acquisition program. This acquisition program should be geared to acquiring key parcels to strategically link green space components, complement the MTRCA land holdings, protect natural areas outside the acquisition mandate of MTRCA, or meet identified Metropolitan level recreational needs.

- establish criteria for the establishment of setbacks along the valleys for visual impact and protection of the natural resource area.

2.0 PARKS WITHIN THE GREEN SPACE SYSTEM

The accommodation of more population within Metro will require more recreational facilities and parkland, better use of the existing facilities and the provision of different facilities.

The long-term challenge will be to provide a balanced system in which the leisure needs of Metropolitan residents can be met while protecting the natural features of the Green Spaces.

The management for parks purposes of MTRCA lands by Metro has provided a large supply of interconnected green space but has had the effect of:

- focusing Metropolitan Toronto's initiatives on passive recreational activities. In additional much of the land holdings are physically unsuited to recreational use because of steep slopes etc;

- inadvertently limiting the development of other key recreational elements by Metropolitan Toronto.

At the same time, there is a need for a clearer rationale for and distinction between the types of recreational areas and facilities which are provided by Metropolitan Toronto and those provided by the Area municipalities.

Objective:

To provide an appropriate amount and types of park facilities that meet the leisure needs of the population in a manner that protects the natural resource areas and processes.

a) define the role of Metropolitan Toronto within an overall hierarchy of parks and recreational facilities. The emphasis will be on those types of parks and specialized facilities that should be provided on a Metropolitan scale to serve the larger Metropolitan Community. For much of the park system within the valley lands the emphasis should continue to be on development which is extensive than intensive, and on the retention of the natural state, conservation and outdoor education. However, the Metropolitan role should be expanded to provide for more intensive Metropolitan scale recreational facilities on lands to be acquired outside the valleys.

b) prepare a Leisure Needs Assessment study to provide basis for provision of additional facilities.

c) incorporate criteria for the planning of individual Metropolitan Parks including:
   - the type of accessibility to be promoted, particularly access from arterial roads, transit, pedestrian access from adjacent community;
   - design standards to ensure safety;
   - community participation in park planning and management.

d) identify means of obtaining more lands for parks, through the development process, such as allowing for the conveyance of usable valley lands identified in the Green Spaces Plan, for park purposes.

e) provide for more flexible, multiple use of parks.

3.0 NATURAL AREAS

Historically, there has been a close correlation between the open space system and the significant natural features of Metro, stemming in large part from the operating agreement between Metro and the MTRCA regarding the management of the MTRCA lands for parks purposes by Metro. Many of the Environmentally Significant areas within Metro are found within the River Valleys and the Waterfront.

Objective:

To protect the natural resource areas of Metropolitan Toronto.

3.1 Valley Lands and Waterfront

Major Policy Initiatives

a) strengthen the environmental management policies in the existing plan to remove policy inconsistencies to ensure that development other than parks and essential services are prohibited between valley crest to crest (with the exception of approved Special Policy Areas).

b) broaden the concept of a Valley Impact Zone as defined in the existing plan into an Environmental Impact Zone applicable to both the Valleys and the Waterfront.

c) establish the goals for the Waterfront Plan including:
   - protect the natural resource areas and processes in a manner which recognizes the inter-connectedness and interdependencies of the natural systems;
   - continue the process for establishment of a system of interconnected green spaces and trails along the Waterfront linked to Metropolitan river valleys and the shore of Lake Ontario outside of Metro ;
   - increase public access to the Waterfront in appropriate locations;
   - create a nodal structure of activity areas and destination points, serviceable by transit.

d) integrate the Waterfront Plan as an amendment to the official plan and provide for the long-term integration of Valley land and Waterfront policies.

3.2 Environmentally Significant Areas (ESA's) and Areas of Natural and Scientific Interest (ANSI's)

Major Policy Initiative

a) provide protection for identified ESA's and ANSI's;

C. UTILITIES:

1.0 Water Supply, Sewage Treatment & Storm Water Infrastructure

Metropolitan Toronto has responsibilities in the protection of surface and ground water, the collection and treatment of sewage, and the coordination of storm water drainage. Metropolitan Toronto is responsible for water supply to Metropolitan Toronto and by agreement, a portion of the Region of York.

Capacity:

The basic servicing infrastructure exists to support a minimum population level of 2.5 million by 2011, but at a more evenly distributed density than suggested by an urban form incorporating Centres and Mainstreets. The horizon for planning infrastructure improvements extends beyond 2011 and therefore should accommodate additional population capacity.

Objective:

To provide sewage and water infrastructure which can accommodate a population of between 2.5 and 2.8 by 2011, which meets the Healthy Environment objectives to reduce contamination to Lake Ontario and Metropolitan Watercourses.

a) undertake physical improvements to the existing infrastructure to reduce the amount of untreated urban runoff and waste water discharge of existing sewage treatment facilities and to improve effluent quality. These improvements would include:
   - a construction program aimed at separating sewers, improving the detention capacity for combined sewage, capturing currently untreated waste water for treatment, and reduction of plant by-passing;
   - expansion of the secondary treatment capacity of existing treatment plants;

b) complement these physical improvements with projects to maximize the potential of natural landscape to retain and cleanse storm water.

c) undertake expansions to the existing facilities to accommodate the population increase; the ultimate capacity of the system should be large enough to accommodate at least 3.0 million residents.

d) outline a mechanism to ensure that infrastructure changes are coordinated with and complement other Metro initiatives, such as housing intensification.

2.0 HYDRO, GAS, OIL AND COMMUNICATIONS FACILITIES

The location of hydro, gas, oil and communication facilities can have significant impacts on the communities in which they are constructed. This is particularly so in Metro because of the generally built up nature of the communities and lack of significant opportunities for new corridors.

At the same time development in telecommunications technology has introduced new and increased numbers of facilities which must be located within the urban area, many of which can have significant visual impact.

Objective:

To provide for the development of hydro, gas, oil and communication facilities in such a way as to minimize the impact

on the natural environment and visual impact and disruption to existing communities.

Major Policy Initiatives

a) promote the multi-use of utility corridors including their use for green spaces.

b) incorporate measures aimed at reducing the visual impact of utilities on the surrounding area, such as burial and design guidelines.

c) prohibit the location of utility corridors in environmentally sensitive areas.

D. TRANSPORTATION

Metropolitan Toronto is responsible for the Metropolitan transportation system which includes rapid transit (subway and light rail transit), surface transit (streetcars, trolley coaches, and buses), special transit services (Wheeltrans), and Metropolitan expressways, primary arterial roads, and arterial roads. Metropolitan Toronto also has a shared responsibility for parking, pedestrian and bicycle facilities.

It is intended that the Metropolitan transportation system accommodate the travel needs associated with people, goods, and services within Metropolitan Toronto and between Metropolitan Toronto and adjacent regions in a manner which supports the objectives of the Plan with respect to social well-being, healthy environment, and economic vitality.

In each of the following four areas it is intended to establish targets related to the objectives which will enable Council to gauge progress towards these objectives.

1.0 COORDINATION OF TRAVEL DEMAND AND TRANSPORTATION SUPPLY

Land-use activity and the transportation system enjoy a symbiotic relationship. The pattern and density of land-use activities dictates the layout and required capacity of the transportation system while, at the same time, the transportation system, particularly the rapid transit component, creates opportunities for development concentrations and can be used as a policy instrument to guide development towards a desired pattern.

In the past, the primary thrust has been to increase the transportation capacity to serve the identified demand, present or future. However, opportunities to implement new transit and road facilities are becoming increasingly difficult to find due to physical and financial constraints. It is therefore necessary to pursue the management of demand for various times, frequencies, and modes of travel to make the best possible use of the existing transportation facilities and services and limit the need for new facilities while avoiding undesirable constraints on mobility.

Objective:

To manage travel demand and transportation supply to ensure that an appropriate level of transportation service is provided to land-use activities as well as to assist in achieving other objectives of the Plan.

Major Policy Initiatives

a) promote use of high occupancy vehicles, public transit, walking and cycling.

b) develop strategies to better utilize transportation system capacity in off peak directions and times.

c) support and implement demand management measures (limit parking supply, coordinate ridesharing, provide shuttle buses,) in conjunction with development proposals and transportation plans.

d) develop of multi-modal transportation plans for Metropolitan Centres and other employment/population concentrations.

e) support development proposals where demand management measures have been incorporated, which provide for transportation system improvements, and where the capacity of the transportation system is not exceeded.

2.0 ACCESSIBILITY TO TRANSPORTATION SERVICES

The benefits to society associated with the provision of transportation services are related in part to their ability to satisfy mobility needs but also to their accessibility on an equitable basis to all who need to use them.

It is essential, in the interests of achieving the objectives of the Plan with respect to social well-being, that all Metropolitan residents and those employed or engaged in other activities within Metropolitan Toronto, whatever their abilities or limitations, have access to transportation services to the extent required to meet all reasonable mobility needs.

Objective:

To ensure, in accordance with the objectives of the Plan for social well-being, that all residents of Metropolitan Toronto and those employed within Metropolitan Toronto, regardless of personal abilities or limitations, have equitable access to the full range of public transportation services.

Major Policy Initiatives

a) provide a basic level of transit service, 24 hours a day.

b) ensure that existing (where feasible) and new transit stations and vehicles are designed to be physically accessible.

c) provide specialized services to supplement the conventional public transit system.

d) improve the availability of public transit information.

3.0 Provision of an Effective Transportation System

Improvement and expansion of the transportation system is necessary to accommodate population and employment growth, to meet new and changing travel needs, and to support the objectives of the Plan with respect to economic vitality, social well-being and healthy environment.

Expansion of the rapid transit system to provide greater coverage of Metropolitan Toronto is a high priority, increasing its attractiveness as an alternative to the automobile for a wider range of trip origins, destinations, and purposes. Surface transit operations must be improved and service adjusted in response to changing conditions to provide an effective feeder service for existing and new rapid transit facilities and to increase its attractiveness relative to the automobile for trips not conveniently served by the rapid transit system. It is no longer sufficient, however, to provide only conventional public transit services. To maximize ridership, specialized transit services directed at specific market segments, must be pursued to increase the proportion of trips for which transit is an attractive mode of travel. Similarly, innovative opportunities for improvement of the public transit system, including the use of rail corridors, should be investigated and pursued.

At the same time, improvements to the road system must be pursued to support its use for public transit and by commercial vehicles.

In recognition of the environmental and energy benefits associated with increasing the proportion of trips on foot and by bicycle, facilities and amenities to promote these modes of travel should be supported and pursued where practical and safe.

In planning an effective Metropolitan transportation system, the relationship of the system to the broader GTA transportation system must be recognized. Improvements to, and integration with, the transportation facilities and services of other jurisdictions should be actively supported where these are complementary to the Metropolitan transportation system and consistent with the Metropolitan objectives.

Objective:

To provide an effective, integrated, multi-modal transportation system that balances accommodation of mobility needs for people, particularly for commuter travel, goods and services with achievement of the objectives of the Plan for social well-being, a healthy environment, and economic vitality.

Major Policy Initiatives

a) give a high priority to improvements to the rapid transit system (Let's Move program announced by the Provincial Government addresses shorter-term needs while the Long Range Rapid Transit Study addresses longer-term needs) to serve Metropolitan Centres and improve attractiveness of public transit. The proposed transportation system will be shown on a schedule to the plan.

b) support incremental improvements to GO Rail as a commuter rail service (network and frequency of service).

c) enhance connections between transit services and between transit and other modes, including integration of fares and services, inter-modal

"gateways", and improvements to pedestrian and bicycle access to transit stations.

d) improve the Metropolitan road system including consideration of high-occupancy vehicles, public transit, commercial vehicles and pedestrians.

e) increase the opportunities for the use of bicycles, including the provision of a system of bicycle routes using the Area Municipal and Metropolitan road system.

f) protect the Eglinton and Scarborough Transportation Corridors for future transportation purposes

g) investigate means to improve land-side access to the Island Airport to support its continued operation.

h) investigate opportunities to utilize other modes of travel, including water-borne transportation, to accommodate the mobility needs for people, goods, and services within Metropolitan Toronto.

4.0 Transportation System Efficiency and Safety

In the past, the primary emphasis in achieving efficiency has generally been on maximizing the vehicular capacity of roads and intersections through initiatives such as signal-system improvements, addition of turning lanes, parking restrictions and other similar measures. A change in emphasis to maximization of person-carrying capacity is necessary. Greater emphasis must be placed on measures to promote and facilitate travel in high occupancy vehicles, including public transit vehicles.

There is increasing competition for the available right of way between the movement of vehicles and other uses such as parking and loading, property access, landscaping and street furniture, utilities, and others. The allocation of the right of way to these competing functions must be rationalized to ensure that the ability of the road system to effectively, efficiently and safely move people, goods, and services, is not unnecessarily compromised while,

at the same time, recognizing other major objectives of the Plan regarding the social, environmental and aesthetic quality of the streetscape.

Objective:

To optimize the use of existing and future Metropolitan rights of way for the transportation of people, goods, and services through a safe and balanced combination of uses, vehicles and pedestrian movement.

Major Policy Initiatives

a) protect ability of Metropolitan road system to move people, goods and services.

b) emphasize movement of people and goods, not vehicles.

c) facilitate movement of high occupancy vehicles through implementation of a network of high occupancy vehicle lanes with ancillary facilities and services.

d) implement congestion management programs, including driver information systems, and curb space management systems.

Appendix:

Proposed Outline of the New Official Plan

The new plan will be structured as follows:

PART ONE

Planning for The Liveable Metropolis
This section will introduce the plan and its themes and concepts to the reader. It will address the following questions:
1) What makes the Official Plan "Official"?
2) Why was a new plan developed?
3) What purpose does an Official Plan serve?
4) How was the plan developed?

PART TWO: THE OFFICIAL PLAN

Chapter One : Introduction to the Official Plan

Chapter Two: The Regional Context

This chapter will provide an overview of the issues associated with planning within the Greater Toronto Area (GTA). The future structure of urban growth within the GTA has implications for the future of Metropolitan Toronto and how it is to be planned. Some of the issues to be covered include: the environmental implications of development in the watershed areas, resource use and conservation, transportation and urban form options and social issues such as fair share housing policies in a regional context.

Chapter Three: Themes and Policies of the Plan

In substantive terms, this is the most important section of the plan. It will cover the themes, policies, objectives, strategies, standards and criteria guiding the planning of the Metropolitan area. The policies are grouped

under the themes of Healthy Environment, Economic Vitality and Social Well-Being.

The section on healthy environments addresses such questions as: How do we improve and maintain our natural resources?; How can we ensure an energy efficient metropolis, one that is resourceful, not wasteful?. The section on social well-being outlines the elements of social well-being and how strong cohesive communities can be developed. Much of this section deals with the roles and responsibilities of the public in the decision making process. The final section on economic vitality includes strategies for ensuring a sustainable, diverse and vital economic base across Metropolitan Toronto.

Chapter Four: Strategic Investments in Urban Structure

The function of this chapter is to propose the strategic arrangement of infrastructure in order to provide opportunities (and constraints) on the future form of the metropolis. Investments to be considered include the transportation network, the parks system, utilities and piped services, and the overall urban form. This section will also incorporate the results of the Long Range Rapid Transit Study which will provide options for future transit networks which go beyond the Let's Move Initiatives. The use of strategic investments in infrastructure development and improvements will be a product of the objectives related to healthy environments, economic vitality and social well-being. The policies, criteria and standards developed in Chapter Three will be used to assess the investment decisions made under this section.

Chapter Five: Plan Implementation and Monitoring

Covered in this section of the plan will be legislative tools and regulatory devices, as well as the various programs, projects and guidelines designed to facilitate the implementation of the plan. This would include partnership agreements between public and private sectors, provincial, municipal and federal level governments as well as community groups. Financial techniques and development charges will also be addressed.

PART THREE: GUIDELINES

This section will contain a series of guidelines designed to assist users of the Official Plan in determining the requirements of the plan and to interpret the intent of the objectives and policies.

A preliminary list of guidelines to be included in this section include:

- Residential Density Guidelines
- Social Impact Evaluation
- Environmental Impact Evaluation
- Fiscal Impact Assessment